

Message Text

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C O N F I D E N T I A L STATE 104111

FOLLOWING IS REPEAT MOSCOW 6473, SENT SECSTATE, INFO ANKARA
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OTTAWA, PARIS, POZNAN, PRAGUE, REYKJAVIK, ROME, SOFIA, STOCKHOLM,
THE HAGUE, VALLETTA, VIENNA, WARSAW, ZAGREB, APRIL 26:

QUOTE C O N F I D E N T I A L MOSCOW 6473

E.O. 11652 GDS

TAGS: PFOR, CSCE, UR

SUBJECT: MONITORING OF WARSAW PACT CSCE IMPLEMENTATION

SOVIET UNION, APRIL 1976

REF: (A) STATE 84043, (B) 75 MOSCOW 15663,

1. SUMMARY: THIS MESSAGE IS THE EMBASSY'S SECOND MONITORING
REPORT ON SOVIET CSCE IMPLEMENTATION IN SELECTED PRIORITY
FIELDS, AND IS DESIGNED IN MOST CASES TO IDENTIFY CHANGES WHICH
HAVE TAKEN PLACE SINCE THE INITIAL "SNAPSHOT" REPORT OF OCTOBER
1975 (REF B). IT CLOSELY FOLLOWS THE REVISED U.S. CHECKLIST AND
TASKING REQUIREMENTS PROVIDED IN REF A. END SUMMARY.

2. WORKING CONDITIONS FOR U.S. BUSINESSMEN

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A. WHETHER THERE IS IMPROVEMENT OF CONDITIONS FOR EXPANSION
OF BUSINESS CONTACT, INCLUDING ACCESS TO END-USERS OF IMPORTED
CAPITAL GOODS AND TECHNOLOGY.

--THE LONG-TERM TREND TOWARD GREATER SOVIET FLEXIBILITY IN THE AREA OF BUSINESS CONTACTS FOR U.S. COMPANIES CONTINUES SLOWLY AND UNEVENLY. THE INDUSTRIAL MINISTRIES CLEARLY HAVE THE RIGHT TO ENTER INTO DIRECT CONTACT WITH FOREIGN COMPANIES IF THEY CHOOSE TO EXERCISE IT; DIFFERING DEGREES OF ACCESS SUGGEST THAT PERSONALITIES WITHIN THE MINISTRIES PLAY A ROLE IN DETERMINING HOW IT IS EXERCISED. ACCESS TO END-USERS (Factories, Research Institutes, etc.) continues to depend on the collective judgment of the Soviet organizations involved as to whether such contacts are in the Soviet interest, and they remain the exception rather than the rule.

B. IMPROVED POSSIBILITIES FOR ESTABLISHMENT OF PERMANENT REPRESENTATION AND OF OFFICES.

--AT THE END OF 1975 FOUR MORE U.S. FIRMS (BROWN AND ROOT, INGERSOLL-RAND, COOPER INDUSTRIES AND CHEMICO) WERE GRANTED AUTHORIZATION TO MAINTAIN ACCREDITED OFFICES IN MOSCOW. THE APPLICATION OF AT LEAST ONE MAJOR U.S. FIRM WAS REJECTED, ALTHOUGH THE COMPANY WOULD APPEAR TO QUALIFY FOR ACCREDITATION ON THE BASIS OF ALL KNOWN CRITERIA. AT PRESENT, THE APPLICATIONS OF TWO U.S. FIRMS (ALLIS-CHALMERS AND PERKIN-ELMER) ARE ON FILE WITH THE MINISTRY OF FOREIGN TRADE, AND THERE ARE INFORMAL INDICATIONS THAT FAVORABLE ACTION ON THE ALLIS-CHALMERS APPLICATION MAY BE TAKEN BEFORE JULY 1, 1976. THREE APPLICATIONS (BURROUGHS, SINGER AND WESTINGHOUSE) HAVE BEEN PENDING WITHOUT ACTION AT THE STATE COMMITTEE FOR SCIENCE AND TECHNOLOGY SINCE BEFORE AUGUST 1, 1975. THE JUDGMENT THAT THE SOVIETS ARE PERFORMING WELL IN THIS AREA, BASED ON THE RELATIVELY FAVORABLE RATIO BETWEEN ACCREDITATIONS AND PENDING APPLICATIONS (PLUS REFUSALS), SHOULD BE TEMPERED BY THE FACT THAT SOME FIRMS HAVE BEEN DETERRED FROM SUBMITTING APPLICATIONS BY UNFAVORABLE SOVIET SIGNALS DURING INFORMAL DISCUSSIONS. ALSO, MANY POTENTIAL APPLICANTS ARE DETERRED BY THE COST OF MAINTAINING A FOREIGN REPRESENTATIVE IN MOSCOW (A MINIMUM OF SOME \$200,000 PER YEAR FOR A VERY MODEST OPERATION DURING THE PERIOD BEFORE PERMANENT OFFICES AND APARTMENTS ARE RECEIVED).

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C. BETTER PROVISION OF HOTEL ACCOMMODATION, MEANS OF COMMUNICATION, AND SUITABLE BUSINESS AND RESIDENTIAL PROMISES.

--THE SOVIETS APPEAR TO BE MAKING AN EFFORT TO PROVIDE OFFICE SPACE AND HOUSING AS RAPIDLY AS POSSIBLE TO ACCREDITED FIRMS. LOCAL AUTHORITIES FACE PROBLEMS IN MOVING QUICKLY BECAUSE THEY MUST FIND ALTERNATIVE HOUSING FOR FAMILIES DISPLACED TO PROVIDE OFFICE SPACE FOR WESTERN FIRMS. FOREIGN COMPANIES, INCLUDING AMERICAN FIRMS, APPEAR TO HAVE BEEN EQUITABLY TREATED IN THE ALLOCATION OF HOUSING IN RECENTLY COMPLETED APARTMENT BLOCKS. THE SITUATION FOR NON-ACCREDITED COMPANIES CONTINUES UNCHANGED. CONDITIONS FOR OBTAINING HOTEL ACCOMMODATIONS FOR BUSINESS VISITORS IN MOSCOW HAVE WORSENED STEADILY: TOUR GROUPS CONTINUE

TO RECEIVE PREFERRED TREATMENT; THE EFFORTS OF U.S. COMPANIES, INCLUDING RECENTLY ACCREDITED FIRMS, TO OBTAIN HOTEL ROOMS AS TEMPORARY OFFICES HAVE BEEN GENERALLY UNSUCCESSFUL; AND THE MINISTRY OF FOREIGN TRADE GENERALLY DECLINES TO INTERVENE ON THEIR BEHALF. NO CHANGE IN THIS TREND IS LIKELY THROUGH 1979-1980, WHEN VARIOUS OLYMPICS-RELATED FACILITIES AND THE INTERNATIONAL TRADE CENTER NOW UNDER CONSTRUCTION BECOME AVAILABLE FOR OCCUPANCY.

D. INCREASE IN AVAILABILITY OF ECONOMIC AND COMMERCIAL INFORMATION, INCLUDING PERIODIC DIRECTORIES, LISTS OF FOREIGN TRADE ENTITIES AND OFFICIALS, ORGANIZATIONAL CHARTS OF FIRMS AND ORGANIZATIONS CONCERNED WITH FOREIGN TRADE, PERTINENT STATISTICS, FOREIGN TRADE LAWS AND REGULATIONS, AND ECONOMIC AND TRADE PROJECTIONS.

--THERE HAS BEEN NO PERCEPTIBLE CHANGE IN THE ESTABLISHED SOVIET VIEW THAT MOST ECONOMIC STATISTICS REPRESENT SENSITIVE INFORMATION WHICH SHOULD NOT BE DIVULGED, PARTICULARLY TO FOREIGNERS. HOWEVER, INFORMATION ON SOVIET LEGISLATION GOVERNING FOREIGN TRADE IS BECOMING SOMEWHAT MORE ACCESSIBLE. A U.S.-SOVIET SEMINAR HELD IN DECEMBER 1975 UNDER THE AUSPICES OF THE U.S.-USSR JOINT COMERCIAL COMMISSION PRODUCED SOME CLARIFICATION FROM THE SOVIET SIDE ON THE LEGAL FRAMEWORK FOR FOREIGN TRADE. THE MINISTRY OF FOREIGN TRADE HAS COOPERATED WITH THE U.S-USSR TRADE AND ECONOMIC COUNCIL IN PREPARING AND UPDATING A HANDBOOK WHICH LISTS THE KEY OFFICIALS OF THE MINISTRY ITSELF, THE REGULAR

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FOREIGN TRADING ORGANIZATIONS AND OTHER ORGANIZATIONS INVOLVED IN SOVIET EXTERNAL ECONOMIC TRANSACTIONS.

E. INCREASE IN VARIETY AND NUMBER OF COOPERATING ARRANGEMENTS WITH U.S. FIRMS.

--BETWEEN AUGUST 1, 1975, AND APRIL 20, 1976, THE NUMBER OF U.S. COMPANIES WHICH HAD SCIENTIFIC-TECHNICAL COOPERATION AGREEMENTS WITH THE STATE COMMITTEE FOR SCIENCE AND TECHNOLOGY INCREASED BY EIGHT, TO FIFTY-TWO. IMPLEMENTATION OF AGREEMENTS REMAINS VERY UNEVEN, ALTHOUGH THE SOVIETS APPARENTLY CONLSNUE TO REGARD THEM AS A POTENTIALLY USEFUL BASIS FOR EXPANDING CONTACTS WITH U.S. FIRMS. THERE ARE INFORMAL INDICATIONS THAT THE SOVIETS CONTINUE TO WORK ON A CONCEPTUAL FRAMEWORK FOR WHAT THEY CONSIDER "JOINT VERNTURES" WITH WESTERN COMPANIES. NEITHER THE FORM NOR THE CONTENT OF THE FRAMEWORK HAVE BEEN REVEALED, BUT IT IS CLEAR THAT EQUITY OWNERSHIP BY FOREIGN COMPANIES IS NOT CONTEMPLATED AT THIS STAGE, AND THAT WESTERN PARTNERS IN ANY ENTERPRISE WITHIN THE USSR WILL BE ALLOWED ONLY LIMITED MANAGERIAL RIGHTS. IT SEEMS DOUBTFUL THAT NARROWLY CONCEIVED "JOINT VENTURES" ALONG THESE LINES WILL ATTRACT MUCH U.S. PARTICIPATION. THE SOVIETS HAVE A MAJOR INTEREST IN ATTRACTING U.S. COMPANIES TO TAKE PART IN SO-CALLED "COMPENSATION"

PROJECTS INVOLVING MANUFACTURING OPERATIONS. "COMPENSATION" AGREEMENTS CONCLUDED THUS FAR HAVE BEEN RESTRICTED TO RAW MATERIALS AND SEMI-FINISHED PRODUCTS, AND THE SOVIETS WISH TO BREAK OUT OF THIS PATTERN. HOWEVER, THERE ARE NO INDICATIONS THAT THEY INTEND TO PROVIDE THE LEGAL AND FINANCIAL FRAMEWORK WHICH WOULD MAKE SUCH PROJECTS FEASIBLE AND PROFITABLE FOR U.S. COMPANIES.

3. FAMILY MEETINGS.

B. PROVIDE BRIEF DESCRIPTION OF DEGREE OF DIFFICULTY AND DELAY PLACED BY HOST GOVERNMENT ON EXIT PERMITS FOR LOCAL NATIONALS TO VISIT RELATIVES IN THE U.S., AND ON VISAS FOR AMERICANS TO VISIT RELATIVES IN THE HOST COUNTRY.

--APPROXIMATELY ONE THOUSAND SOVIET NATIONALS HAVE OBTAINED PERMISSION TO VISIT RELATIVES IN THE U.S. EVERY YEAR SINCE 1970, WITH CONSIDERABLE DIFFICULTY AND VARYING DELAYS. SOME RECEIVE CONFIDENTIAL

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PERMISSION WITHIN ONE-TO-FOUR MONTHS, OTHERS AFTER SEVERAL YEARS AND NUMEROUS REFUSALS. PROSPECTIVE PRIVATE VISITORS DO NOT APPEAR TO SUFFER HARASSING MEASURES FROM THE AUTHORITIES, BUT WHOLE FAMILIES RARELY RECEIVE PERMISSION TO TRAVEL TOGETHER. CASES INVOLVING DEATH OR ILLNESS OF RELATIVES IN THE U.S. ARE SOMETIMES, BUT NOT ALWAYS, EXPEDITED AND APPROVED. NUMEROUS AMERICANS VISIT RELATIVES IN THE SOVIET UNION; HOWEVER, THOSE WHOSE SOVIET RELATIVES LIVE IN AREAS OF THE USSR CLOSED TO FOREIGNERS ARE USUALLY UNABLE TO OBTAIN PERMISSION TO VISIT RELATIVES IN THEIR HOMES. THERE IS NO INDICATION THAT REQUESTS FOR SOVIET VISAS FROM AMERICANS WISHING TO VISIT SOVIET RELATIVES ARE DENIED.

C. PROVIDED BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON FAMILY VISITS, CONCERNING BOTH PROVISION OF EXIT PERMITS TO LOCAL NATIONALS AND VISAS FOR AMERICANS.

--THERE HAS BEEN NO VISIBLE SUBSTANTIAL CHANGE IN SOVIET PERFORMANCE OVERALL. PRESENT RATES OF ISSUANCE SUGGEST THAT ABOUT 1,000 SOVIET WILL TRAVEL TO THE U.S. PRIMARILY FOR FAMILY VISIT IN 1976, AS IN EACH OF THE PREVIOUS SIX YEARS. THE ONLY IMPORTANT CHANGE IN PROCEDURES HAS BEEN REDUCTION OF THE FEE PAID FOR A SOVIET FOREIGN TRAVEL PASSPORT (FROM 400 TO 300 RUBLES) EARLY IN 1976. OTHERWISE, TRAVEL FOR FAMILY MEETINGS REMAINS DIFFICULT, AND PERFORMANCE SPOTTY. FOR INSTANCE, A SOVIET CITIZEN RESIDENT IN LITHUANIA WAS DENIED AN EXIT VISA TO ATTEND HIS FATHER'S FUNERAL IN THE U.S. IN FEBRUARY 1976, DESPITE REPEATED ASSURANCES CONCERNING THE EMERGENCY CHARACTER OF THE TRIP.

4. FAMILY REUNIFICATIONS.

A. IF POSSIBLE, PROVIDE NUMBER OF LOCAL NATIONALS WHO APPLIED IN 1974 AND 1975 FOR U.S. IMMIGRANT VISAS (IV'S) TO BE REUNIFIED

WITH THEIR RELATIVES.

--THE NUMBER OF PERSONS APPLYING FOR U.S. IMMIGRANT VISAS IS IDENTICAL WITH THE NUMBER OF VISAS ISSUED (PARA B), BECAUSE APPLICATIONS FROM INDIVIDUALS WHO HAVE NOT ALREADY RECEIVED SOVIET EXIT PERMISSION ARE NOT ACCEPTED, AND NO APPLICATIONS ACCEPTED WERE REFUSED. OTHER EMIGRANTS WHOSE U.S. SPONSORS LACK EITHER AMERICAN CITIZENSHIP OR A DEGREE OF FAMILY RELATIONSHIP
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QUALIFYING THEM UNDER U.S. LAW FOR IMMIGRANT VISAS ARE PROCESSED UNDER A SPECIAL PROGRAM (ONLY TWO APPLICANTS HAVE BEEN REFUSED ENTRY UNDER THIS PROGRAM SINCE AUGUST 1, 1975).

C. ESTIMATE, IF POSSIBLE, OF NUMBER OF LOCAL NATIONALS WHO HAVE BEEN UNSUCCESSFUL IN THEIR APPLICATIONS TO LOCAL AUTHORITIES FOR FAMILY REUNIFICATION.

--IT IS NOT POSSIBLE TO PROVIDE A RELIABLE ESTIMATE. HOWEVER, SOVIET PERFORMANCE WITH REGARD TO CASES ON UNITED STATES REPRESENTATION LIST MAY BE USEFUL BY WAY OF ILLUSTRATION. ALL CASES ON THE LISTS HAVE BEEN REFUSED PERMISSION AT LEAST ONCE TO EMIGRATE FROM THE USSR TO JOIN FAMILIES. THE CURRENT LIST, FOLLOWING A REVIEW WHICH ELIMINATED CASES NOT BEING ACTIVELY PURSUED BY APPLICANTS, CONTAINS 165 FAMILIES WITH 400 INDIVIDUALS. SINCE AUGUST 18, 1975, WHEN IT WAS SUBMITTED, THE RATE OF RESOLUTION FOR CURRENT CASES HAS BEEN APPROXIMATELY 17 PERCENT FOR INDIVIDUALS AND 25 PERCENT FOR FAMILIES, FAR BELOW THE RATE FOR SIMILAR LISTS PRESENTED IN THE TWO YEARS PRIOR TO AUGUST 1, 1975.

D. PROVIDE BRIEF DESCRIPTION OF DEGREE OF DIFFICULTY AND DELAY PLACED BY HOST GOVERNMENT ON LOCAL NATIONALS WHO APPLY FOR FAMILY REUNIFICATION.

--APPLICANTS FOR PERMANENT EXIT PERMISSION TO THE U.S. OFTEN SUFFER A VARIETY OF DIFFICULTIES: LOSS OF JOB; MANUAL LABOR EMPLOYMENT OF PROFESSIONALS; EXPULSION FROM HIGHER EDUCATION INSTITUTION FOR STUDENTS, AND DELAY OR INDEFINITE DEFERRAL OF EARNED DEGREES; LESS FREQUENTLY, OBLIGATORY MOVE TO SMALLER APARTMENTS; IN A FEW CASES, VERBAL THREATS OR PHYSICAL ABUSE FROM INDIVIDUALS OR POLICE AUTHORITIES. REGIONAL OR ETHNIC FACTORS ALSO APPEAR TO APPLY: ARMENIAN APPLICANTS SUFFER FEWER PENALTIES THAN APPLICANTS FROM SEVERAL OTHER REPUBLICS, AND JEWISH APPLICANTS SUFFER MORE THAN ANY OTHER ETHNIC CATEGORY.

E. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON FAMILY REUNIFICATIONS.

--THE SOVIET CONCEPT OF EMIGRATION APPEARS TO DEFINE FAMILY REUNIFICATION AND ETHNIC REPARTITION AS THE SOLE LEGITIMATE GROUND FOR RESETTLEMENT ABROAD. NEVERTHELESS, EMIGRATION FOR
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EITHER PURPOSE, WHILE ACCEPTED IN PRINCIPLE, REMAINS DIFFICULT IN PRACTICE. THE ONLY MAJOR CHANGE IN SOVIET PRACTICE SINCE OCTOBER 1975, HAS BEEN IN TREATMENT OF ARMENIAN APPLICANTS WHO ORIGINALLY RECEIVED PERMISSION TO EXIT TO LEBANON. SINCE THE SOVIETS REQUIRE THAT AN EMIGRANT HAVE A VISA FROM THE COUNTRY TO WHICH EXIT PERMISSION HAS BEEN GRANTED, AND SINCE LEBANON WAS REFUSING TO ISSUE VISAS TO SOVIET APPLICANTS, MANY ARMENIANS WERE EFFECTIVELY DENIED PERMISSION TO DEPART THE USSR. SINCE JANUARY 1, 1976, HOWEVER, LOCAL AUTHORITIES IN ARMENIA HAVE BEEN WILLING TO CHANGE THE DESTINATION DESIGNATED IN THE SOVIET FOREIGN TRAVEL PASSPORT FOR LEBANON TO THE U.S. ON THE BASIS OF A NOTARIZED LETTER OR AFFIDAVIT OF SUPPORT FROM A RELATIVE IN THE U.S., INSTEAD OF REQUIRING AN ENTIRELY NEW APPLICATION FOR EXIT PERMISSION.

F. PROVIDE COST OF LOCAL GOVERNMENT EMIGRATION DOCUMENTATION.

--SINCE OCTOBER 1975, THE FEE FOR A SOVIET FOREIGN TRAVEL PASSPORT HAD BEEN REDUCED FROM 400 TO 300 RUBLES.

5. BINATIONAL MARRIAGES.

A. IF POSSIBLE, PROVIDE NUMBER FOR 1974 AND 1975 OF BINATIONAL MARRIAGES RECORDED AT EMBASSY.

--SINCE A U.S. CITIZEN DESIRING TO MARRY A SOVIET CITIZEN MUST OBTAIN A LETTER TO THIS EFFECT FROM THE EMBASSY, IT IS POSSIBLE TO ESTIMATE THE NUMBER OF BINATIONAL MARRIAGES ON THE BASIS OF LETTERS ISSUED: 19 IN 1947, 17 IN 1975, 6 BETWEEN JANUARY 1 APRIL 20, 1976.

B. ESTIMATE, IF POSSIBLE, OF NUMBER OF EXIT PERMITS/ENTRY VISAS ISSUED TO SPOUSES FOR PURPOSE OF BINATIONAL MARRIAGE.

--SINCE THE SOVIET AUTHORITIES CONSISTENTLY REFUSE TO GRANT ENTRY VISAS/EXIT PERMITS TO PROSPECTIVE SPOUSES WHO OPENLY AFFIRM THEIR INTENTION TO MARRY, AMERICANS WHO MARRY SOVIET CITIZENS HAVE USUALLY OBTAINED SOVIET VISAS FOR OTHER PURPOSES, SUCH AS WORK FOR A U.S. FIRM IN THE USSR, STUDY UNDER AN EXCHANGE PROGRAM OR TOURISM. TWO CASES (THEIMER-NEPOMNYASCHY AND LOOS-MALININA) OF AMERICANS WHO HAVE REQUESTED VISAS IN ORDER TO CONFIDENTIAL

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MARRY SOVIET CITIZENS AND BEEN REFUSED ARE CURRENT, DESPITE EMBASSY REQUESTS IN FEBRUARY FOR FACILITATION WHICH REFERRED TO THE CSCE FINAL ACT.

C. ESTIMATE, IF POSSIBLE, OF NUMBER OF EXIT PERMITS/ENTRY VISAS TO SPOUSES DELAYED BY LOCAL AUTHORITIES FOR MORE THAN SIX

MONTHS.

--IN RECENT U.S.-SOVIET BINATIONAL MARRIAGE CASES, EXIT PERMISSION HAS USUALLY BEEN GRANTED TO SOVIET SPOUSES OF U.S. CITIZENS WITHIN A PERIOD OF SIX TO TWELVE MONTHS AFTER INITIAL APPLICATION. ONLY ONE CURRENT CASE (IRINA MCCLELLAN), PENDING SINCE AUGUST 1974, DESPITE REPEATED REPRESENTATIONS, IS CURRENTLY UNRESOLVED AFTER MORE THAN SIX MONTHS. AT THE SAME TIME, THE SOVIET AUTHORITIES CONTINUE TO DENY EXIT PERMISSION TO SEVERAL SPOUSES OF U.S. CITIZENS SEPARATED DURING OR JUST AFTER WORLD WAR II; IN THESE CASES, SEPARATION HAS LASTED APPROXIMATELY THIRTY YEARS.

D. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON BINATIONAL MARRIAGES.

--SINCE AND DESPITE HELSINKI, THE SOVIET ATTITUDE CONTINUES TO BE ONE OF RELUCTANT TOLERANCE. MARRIAGE BETWEEN SOVIETS AND AMERICANS ALREADY IN THE USSR ARE NOT PREVENTED, AND EXIT VISAS ARE GRANTED TO SOVIET SPOUSES, AFTER ROUTINE DIFFICULTIES, WITHIN NOT UNREASONABLE PERIODS. HOWEVER, THERE HAS BEEN NO ACTION, SUCH AS GRANTING VISAS FOR THE ENTRY OF U.S. CITIZENS WHO APPLY FOR THE EXPLICIT PURPOSE OF MARRYING A SOVIET, WHICH WOULD INDICATE OFFICIAL APPROVAL OR ENCOURAGEMENT OF BINATIONAL MARRIAGES.

6. TRAVEL AND TOURISM.

B. ESTIMATE, IF POSSIBLE, OF NUMBER OF (1) NIV'S AND (2) TOURIST VISAS GRANTED BY HOST GOVERNMENT TO AMERICANS IN 1974 AND 1975.

--ACCORDING TO INTOURIST AND AMERICAN EXPRESS FIGURES, THE TOTAL NUMBER OF AMERICAN VISITORS TO THE USSR WAS 84,600 IN 1974 AND 98,774 IN 1975. THE AMERICAN EXPRESS REPRESENTATIVE IN MOSCOW HAS THE IMPRESSION THAT THESE FIGURES INCLUDE TOURISTS, PRIVATE (FAMILY) VISITORS AND OFFICIAL VISITORS, BUT NO NUMERICAL BREAK-CONFIDENTIAL

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DOWN AMONG CATEGORIES IS AVAILABLE.

C. ESTIMATE OF AVERAGE LENGTH OF TIME FOR ISSUE OF U.S. NIV'S; COST OF VISAS.

--THE LENGTH OF TIME REQUIRED TO ISSUE U.S. NIV'S VARIES WITH THE PURPOSE OF THE TRAVEL. VISAS FOR SOVIETS VISITING RELATIVES IN THE U.S. ISSUED WITHIN ONE DAY. BY RECIPROCAL AGREEMENT, VISAS FOR OFFICIALS AND EMPLOYEES OF THE SOVIET EMBASSY IN WASHINGTON, THOSE TEMPORARY DUTY AT THE SOVIET EMBASSY, AND THEIR DEPENDENTS ARE ISSUED WITH 3-5 WORKING DAYS. BY AGREEMENT, VISAS FOR PARTICIPANTS IN ACTIVITIES UNDER ANY OF THE U.S.-USSR EXCHANGE AGREEMENTS ARE ISSUED TWO WEEKS AFTER APPLICATION IS MADE. VISAS FOR BUSINESS VISITORS TAKE THREE WEEKS. ALL NIV'S TO SOVIET CITIZENS ARE GRATIS.

D. ESTIMATE, IF POSSIBLE, OF AVERAGE LENGTH OF TIME FOR ISSUE OF HOST GOVERNMENT VISA'S; COST OF VISAS.

--THE LENGTH OF TIME REQUIRED TO RECEIVE A SOVIET VISA DEPENDS GENERALLY ON THE PURPOSE OF THE TRAVEL AND THE PRIORITY PLACED ON IT BY THE SOVIET AUTHORITIES. VISAS FOR U.S. BUSINESSMEN AND EXCHANGE VISITORS ARE NORMALLY ISSUED WITHIN A FEW DAYS. THE SOVIET AUTHORITIES GENERALLY PLACE A LOWER PRIORITY ON VISIT FOR OTHER PURPOSES, SO THAT LONGER DELAYS ARE MORE FREQUENT; HOWEVER, NO RELIABLE ESTIMATE FOR THE AVERAGE PROCESSING PERIOD IS AVAILABLE. THERE IS NO COST FOR SOVIET NON-IMMIGRANT VISAS.

E. ESTIMATE OF AVERAGE LENGTH OF TIME NEEDED BY LOCAL NATIONALS FOR COMPLETING ALL HOST GOVERNMENT EXIT FORMALITIES

--NO RELIABLE ESTIMATE IS AVAILABLE. THE BEST ESTIMATE WOULD RANGE BETWEEN SOME WEEKS AND SOME MONTHS, WITH THE RANK OF THE APPLICANT AND THE PRIORITY OF THE TRAVEL CONSTITUTING THE MAJOR RATIONAL FACTORS DETERMINING THE LENGTH OF DELAYS.

F. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON VISA AND ADMINISTRATIVE PRACTICE RELATED TO TRAVEL AND TOURISM.

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--THERE HAS BEEN NO SIGNIFICANT CHANGE IN SOVIET PRACTICE RELATED TO TRAVEL AND TOURISM SINCE OCTOBER 1975. WITH REGARD TO SOVIET TRAVELLERS, TRAVEL BY OFFICIALS IS EASY, ONCE THE OFFICIAL IS CHOSEN, BUT IS PERMITTED TO RELATIVELY FEW; TRAVEL TO VISIT FAMILIES IS AVAILABLE TO EVEN FEWER, AND IS SOMEWHAT MORE DIFFICULT; TRAVEL FOR "TOURISM" IS AVAILABLE TO THE FEWEST OF ALL, BUT IS PRESUMABLY AS SIMPLE AS OFFICIAL TRAVEL ONCE THE TOURIST HAS BEEN CHOSEN. WITH REGARD TO FOREIGN TRAVELLERS, THEY ARE WELCOME, BUT FIND THEIR TRAVEL HEAVILY DEFINED BY FORMALITIES AND RESTRICTIONS, EASIER UNDER THE FAMILIAR AUSPICES OF INTOURIST, AND EASIEST UNDER OFFICIAL INVITATION.

7. INFORMATION.

A. ESTIMATE, IF POSSIBLE, CURRENT NUMBER OF U.S. NEWSPAPERS AND MAGAZINES IN HOST COUNTRY, SHOWING NUMBER OF TITLES; NUMBER OF COPIES; PERCENTAGE OF NUMBER OF COPIES ACCOUNTED FOR BY AMERICAN COMMUNIST PUBLICATIONS.

--NO RELIABLE ESTIMATES OF NUMBER OF TITLES AND COPIES OF U.S. NEWSPAPERS AND MAGAZINES AVAILABLE IN THE USSR IS POSSIBLE. THE RESTRICTED CIRCULATION OF U.S. PERIODICAL MATERIAL ON A NEED-TO-KNOW BASIS MAY BE CONSIDERABLE, BUT CANNOT BE ASCERTAINED. PUBLIC DISTRIBUTION IS LIMITED TO FIVE PUBLICATIONS: THE

INTERNATIONAL HERALD TRIBUNE, THE DAILY WORLD (CPUSA), AMERICA ILLUSTRATED, AND, REPORTEDLY, THE NEW YORK TIMES AND THE WASHINGTON POST. NO PUBLIC DISTRIBUTION OF THE LATTER TWO HAS BEEN OBSERVED. A FEW COPIES OF THE INTERNATIONAL HERALD TRIBUNE CAN OFTEN BE HAD AT HIGH PRICES AT A FEW LOCATIONS. THE DAILY WORLD, WHICH IS ON SALE AT MORE LOCATIONS, DOES NOT APPEAR TO BE AS POPULAR AS COMMUNIST PUBLICATIONS FROM SOME EUROPEAN COUNTRIES LIKE THE GDR. THUS, AMERICA ILLUSTRATED, WITH 62,000 COPIES DISTRIBUTED YEARLY, IS PROBABLY BY FAR THE MOST WIDELY AVAILABLE U.S. PUBLICATION IN THE USSR.

B. PROVIDE BRIEF DESCRIPTION OF AVAILABILITY OF AMERICAN PUBLICATIONS TO LOCAL NATIONALS AT NEWSSTANDS, LIBRARIES, BY SUBSCRIPTION.

--IT WOULD APPEAR THAT ONLY AMERICA ILLUSTRATED AND THE DAILY WORLD ARE AVAILABLE AT KIOSKS OPEN TO THE GENERAL PUBLIC. THE CONFIDENTIAL

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INTERNATIONAL HERALD TRIBUNE HAS BEEN OBSERVED ON SALE ONLY AT HOTELS AND OTHER LOCATIONS, SUCH AS AIRPORTS, RESTRICTED TO AN INTERNATIONAL TOURIST CLIENTELE. IN PUBLIC LIBRARIES, A PATRON MUST REQUEST FOREIGN "CAPITALIST" PUBLICATIONS AND HAVE A REASON TO DO SO. DESPITE SOVIET OFFICIAL CLAIMS THAT MANY CITIZENS SUBSCRIBE TO FOREIGN PUBLICATIONS, THERE IS NOT EVIDENCE SO FAR OF SUBSCRIPTIONS BY PRIVATE INDIVIDUALS, AS DISTINGUISHED FROM STATE ORGANIZATIONS.

C. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON PRINTED INFORMATION.

--THERE HAS BEEN NO APPARENT CHANGE IN SOVIET PRACTICES. THE SOVIETS PUBLISH A GREAT DEAL OF WESTERN, INCLUDING U.S., MATERIAL, BUT IT CONTINUES TO BE HIGHLY SELECTIVE. THE MOST STRIKING FEATURE OF SOVIET PRACTICE SINCE HELSINKI HAS BEEN A MARKED INCREASE IN SELF-JUSTIFICATION: IN ARTICLES, BRIEFINGS AND PERSONAL CONVERSATIONS, CLAIMS FOR THE SUPERIORITY OF SOVIET OVER WESTERN PERFORMANCE RE CSCE HAVE BECOME ROUTINE.

D. ESTIMATE, AS WELL AS POSSIBLE, NUMBER OF AMERICAN FEATURE AND NON-FEATURE FILMS SHOWN CURRENTLY IN HOST COUNTRY COMMERCIALY, ON TELEVISION, AND BY SPECIAL SHOWINGS.

--THE BEST ESTIMATE FOR NEW U.S. FEATURE FILMS SHOWN PUBLICLY EACH YEAR CONTINUES TO BE ONE TO FIVE, BUT FEWER THAN TEN IN ANY CASE, WITH SELECTION DETERMINED BY ENTERTAINMENT VALUE OR THE NEGATIVE IMAGE OF AMERICAN SOCIETY PROJECTED. TWO FILM SERIES ("FLIPPER" AND "BORN FREE") ARE SHOWN ON SOVIET TV. BY ALL REPORTS, SPECIAL SHOWING OF U.S. FILMS HAVE AUDIENCES IN THE HUNDREDS, DRAWN FROM GROUPS PRIVILEGED TO SEE THE VERY LATEST.

E. ESTIMATE PERCENTAGE OF VOA, RFE, FL AND RIAS BROADCASTS NOW JAMMED BY LOCAL GOVERNMENT.

--VOA IS NOT JAMMED. RL IS EFFECTIVELY JAMMED IN MAJOR METROPOLITAN AREAS.

F. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON FILMED AND BROADCAST INFORMATION.

--ACCESS TO FILMED AND BROADCAST INFORMATION CONTINUES TO BE CONFIDENTIAL

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EVEN MORE RESTRICTED THAN ACCESS TO THE WRITTEN WORD. IT IS NOT SO EASILY CENSORED, AND SOVIET OFFICIALS MAKE SO SECRET OF THEIR VIEW THAT MOST U.S. FILMS AND TV PROGRAMS CONTAIN MATERIAL TOO VIOLENT, TOO SEXUALLY ORIENTED OR TOO POLITICALLY UNACCEPTABLE FOR SOVIET PUBLIC CONSUMPTION. ALTHOUGH WESTERN TV CAMERAMEN HAVE RECENTLY BEEN GRANTED ACCREDITATION AS JOURNALISTS, PERMISSION TO FILM AND ACCESS TO NOVOSTI FILM CREWS IS STILL TIGHTLY RESTRICTED.

8. WORKING CONDITIONS FOR JOURNALISTS.

A. ESTIMATE, SINCE HELSINKI, NUMBER OF MULTIPLE EXIT/ENTRY VISAS GRANTED AMERICAN NEWSMEN BY LOCAL AUTHORITIES WITH PERMANENT ACCREDITATION; AND VISAS FOR INDIVIDUAL VISITS TO AMERICAN JOURNALISTS NOT PERMANENTLY ACCREDITED.

--IT APPEARS THAT ALL 24 U.S. CORRESPONDENTS PERMANENTLY ACCREDITED IN MOSCOW HAVE BEEN GRANTED MULTIPLE EXIT-ENTRY VISAS. VISITING JOURNALISTS HAVE BEEN GRANTED VISAS WITH NO MORE THAN NORMAL BUREAUCRATIC DELAYS ON A REGULAR BASIS; NO RELIABLE ESTIMATE OF THEIR NUMBERS IS AVAILABLE.

B. ESTIMATE NUMBER OF SUCH VISAS REFUSED.

--ONE: TO ZORA SAFIR OF THE VOICE OF AMERICA.

C. ESTIMATE NUMBER OF SUCH VISAS DELAYED MORE THAN SIX MONTHS.

--NONE.

D. NUMBER OF AMERICAN JOURNALISTS NOW PERMANENTLY ACCREDITED IN LOCAL COUNTRY.

--TWENTY-FOUR.

E. NUMBER OF AMERICAN JOURNALISTS EXPELLED SINCE HELSINKI.

--NONE.

F. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI REGARDING ACCESS TO LOCAL SOURCES, CONFIDENTIAL

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FREEDOM OF MOVEMENT, FREEDOM TO IMPORT TECHNICAL EQUIPMENT,
FREEDOM TO IMPORT TECHNICAL ASSISTANCE (E.G. FILM CREWS), AND
FREEDOM TO COMMUNICATE WITH PARENT ORGANIZATION.

--TWO CHANGES HAVE BRIGHTENED THE OTHERWISE MIXED PICTURE WHICH
CONTINUES TO CHARACTERIZE SOVIET PERFORMANCE CONCERNING WORKING
CONDITIONS FOR JOURNALISTS: TV CAMERAMEN HAVE BEEN GRANTED
JOURNALISTS' STATUS, AND RESIDENT JOURNALISTS HAVE BEEN GRANTED
THE SAME CONDITIONS GOVERNING INTERNAL TRAVEL AS RESIDENT DIPLOMATS.
AS BEFORE, VERY FEW RESTRICTIONS ARE PLACED ON COMMUNICATIONS WITH
HOME OFFICES, BEYOND THE FORMALISM AND CUMBERSOMENESS INHERENT
IN A HIGHLY BUREAUCRATIZED SYSTEM. ON THE OTHER HAND, ACCESS TO
LOCAL SOURCES AND FREEDOM TO TRAVEL, FILM AND PERFORM AS JOURNAL-
ISTS IN THE WESTERN SENSE CONTINUE TO BE HEAVILY RESTRICTED.
STOESSOL UNQUOTE. SISCO

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